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(15) TO: John Hicks, Carol Peasley
FROM: Malaika Stoll/George Lewis
DATE: 2/28/95
SUBJECT: Update on USAID assistance to the Government of Rwanda.

This memo identifies urgent issues and recent developments with bold. Included is a progress report on activities to date in addition to consideration of a range of proposals that could potentially enhance current strategy (such as The National Triage Commission and the World Bank Assessment). Memo reflects conversations with the field and the February 21 Rwanda Assistance Working Group meeting (RAWG), a newly established forum for improved communication and collaboration within USAID and the State Department.

General Points on Strategy

Current strategy responds to Rwanda's immediate needs and, at the same time, allows for a more thorough understanding of the complexity of the situation. There is Inter-Agency debate as to the appropriate balance between assessment and action, witnessed by those who attended the RAWG. However, interventions can be both informational and operational. Given limitations on financial resources and on the absorptive capacity of the GOR, it is advisable to focus on a few activities. Coordination with other donors is also an element of USAID strategy.

Activities to Date

(A) Ministry support. Activities chosen are largely consistent with recommendations of the UNDP assessment of December, 1994. This team, which included AID sponsored participant Rene Lemarchand, emphasized that government ministries require immediate assistance, both physical and technical, for survival. In response to this point, AID has obligated a considerable portion of pipeline DFA funds towards direct support of nine ministries and the Office of the President. These funds originated with the 1992 Democracy Initiatives and Governance (DIG) project. Prior to the April, 1994 events, approximately 1 million of the 9 million life of project funds had been disbursed. Since the war, and as a result of a project amendment of January, 1995, 3.7 Million has been obligated for ministry support. An additional .3 Million will soon be obligated, whereby the total amount of direct support to the GOR sums to \$4 million. The breakdown (in millions) of obligated funds by Ministry is as follows:

Justice: 1.45 (Emergency order of .6 In addition to .45 Ordered with other commodities)

Rehabilitation: .37

Environment: .32

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Agriculture: .37
Plan: .33
Health: .35
Interior: .38
Finance: .27
Foreign Affairs: .10
The Office of the President: .18 Million.
Total: 3.7 Million

During the period 1/10-1/14, 1995, the Ministry of Foreign Affairs conducted a seminar on the "Re-energization of the Rwandan Diplomacy," which will be financed (retroactively, by PIL #7, dated 1/27/95) by USAID.

long-term
~~procurement. In the absence of a Mission in Kigali, and in the interest of time-saving, an initial procurement order, designated for the ministry of justice, was tasked to USAID/Uganda and transferred to REDSO/Nairobi. This .6 Million in commodities has yet to arrive, which is unfortunate as the MOJ is in desperate need. Within the past two weeks, several permanent staff members have arrived in Kigali including an Executive Officer, a General Development Officer, a Humanitarian Assistance Officer, a Democracy and Governance Project Manager and the Rwanda Office Director. Kigali office believes that, with staff on the ground, they are best equipped to coordinate procurement and believe that procurement is moving as quickly as possible, with most commodities due to arrive within the next two months. The Mission suggested that a shipment of 13 computers, several faxes and printers could arrive as early as March 10. This good news was also presented by the Bureau of Political-Military Affairs in a memo indicating that these items might be included with humanitarian supplies to be airlifted to Rwanda on a space-available basis. I have neither exact dates nor confirmation.~~
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Further assistance to the GOR. An assessment team, known as the Rapid Response Rule of Law (RRRL), is scheduled to depart for Kigali March 13, 1995. Assessment is supported by PD&S Budget, which provides funds specifically for studies and assessments. The team has been approved by the Mission, but last minute adjustments on scopes of work and participants are still being made (resumes received by field this week). The mission hopes that two particularly strong team members, Harlan Hobgood and Leslie Fox will be allowed the flexibility to stay longer if they are able to identify areas in which they can provide immediate Technical Assistance to the Ministry of Justice. This would give the assessment an operational element and make it more responsive to the requests of the GOR which wants tangible assistance.

International Tribunal. .9 Million of ESF will go to the International Tribunal. The CN was sent to the Hill 2/7 and is scheduled to expire 2/22. However, all CNS are on hold and this has delayed expiration. In addition, .5 Million of State/International Organization funds are available. General consensus is that the IT will not be up and running until next

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fall. In the meantime, there is an urgent need to address Rwanda's overcrowded prisons. Thus, the National Triage Commission...

FY95 DFA

National Triage Commission Attached is Myron and Jack Hjelt's combined FAXed response to the question of whether we should support the NTC. His answer is, "no." In essence, their point is that the NTC is a mis-nomer...it is not an organized group but rather a concept, has met only once, has succeeded in releasing a total of 7 out of 15,000 prisoners. Neither the GOR nor what exists of an NTC wants assistance. Rather, the GOR continues to request immediate assistance to the Ministry of Justice with the commitment to use assistance to deal with prisoners. The GOR's lack of interest in the NTC is, in itself, not a reason to abandon it. However, Susan Page and Paul Weisenfeld's reports (attached) do provide legal and practical reasons to steer away from it. The mission recognizes the need to address prison conditions immediately and is looking into proposals from NGOs and UN Agencies that do so (I reviewed a Save The Children/UNICEF Proposal that focuses on children in the prisons). *The EA is asking the Mission for its views on NTC, and selected alternatives that are more -inacable- to suggest appropriate*

Other Proposals Programming of 5 million of FY95 DIG funds will depend partially on: (1) the results of ~~this~~ ^{the} RRRRL assessment; (2) the success of assistance to ministries; (3) the interventions of other donors and (4) the general progress of the GOR. How the funds are spent also depends on USG policy directives. Several interesting ideas and proposals have emerged from USAID/Washington and the State Department. For the moment, the mission wishes to continue focusing on the above mentioned activities: (1) institutional support through assistance to ministries and (2) collaboration with the RRRRL assessment team, which will also amount to operational assistance to the Ministry of Justice. After these activities are underway, the mission will be in a better position to solicit proposals from Washington. Until more information is available, recommendations from the UNDP Assessment of 12/94 provide an indication of the type of activities USAID/Rwanda would advise. These activities are: technical assistance to the MOJ for organization and coordination needed to re-start the justice system; review of procedural and legal structures; provision of foreign jurists to assist in processing the backlog of cases; support for creation of an improved system of land tenure and support for alternative dispute resolution mechanisms.

The State/DRL proposal for Reconstruction of Civil Society in Rwanda and Burundi was deemed untimely by the Mission.

The World Bank Assessment. This is best described as analogous to our RRRRL Assessment except focusing on the Ministry of Rehabilitation rather than on the Ministry of Justice. That is, it aims to answer broad questions about how rehabilitation should proceed. Ultimately, results of the Assessment will serve to

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direct \$167 million to development programs in the Health Sector, the Agriculture Sector, the Environmental Sector and towards general issues involving displaced persons. A situation involving your action has arisen in regards to Rene LeMarchand who was supposed to join the team as a USAID contribution. The Minister of Rehabilitation rejected him as a participant, but the President and Prime Minister have since over-riden that decision. Rene is welcome by the GOR and wishes to participate. However, according to the Bank, REDSO is unwilling to free him up. The World Bank feels his presence is crucial and asks that USAID/W push REDSO to let him go. Contact: Steve Holtzman, 473-3455

The cable ^{to REDSO} calling for Lem's ~~participate~~
participation on the team will be
despatched Thurs., March 3.

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